

OVERVIEW AND SCRUTINY COMMITTEE 2

A meeting of the **Overview and Scrutiny Committee 2** will be held on **Friday, 11th December, 2020** at **10.00 am**. This will be a virtual meeting and you can observe the meeting [via our Youtube Page](#).

PHIL SHEARS
Managing Director

Membership:

Councillors Bullivant (Chair), Swain (Vice-Chair), Austen, Daws, Evans, Hayes, G Hook, Morgan, Nuttall, Parker-Khan, L Petherick, Tume and D Cox

Please Note: The meeting will be live streamed with the exception where there are confidential or exempt items, which may need to be considered in the absence of the media and public.

AGENDA

Part 1 Public

1. **Minutes** (Pages 3 - 26)
To approve the minutes of the meeting held on 10 November 2020.
2. **Declaration of Interest**
3. **Public Questions (if any)**
4. **Councillor Questions (if any)**
5. **Work Programme** (Pages 27 - 32)
6. **Executive Forward Plan**
To note forthcoming decisions anticipated to be made the Executive over the next 12 months. The Executive Forward Plan can be found [here](#).

7. **Executive Member Biannual Presentation - Cllr Jeffries (Jobs and Economy)**
8. **Council Strategy performance Monitoring Q2** (Pages 33 - 42)
9. **Future strategic planning working with Exeter City Council, East Devon District Council, Mid Devon District Council and Devon County Council** (Pages 43 - 70)

If you would like this information in another format, please telephone 01626 361101 or e-mail info@teignbridge.gov.uk

OVERVIEW AND SCRUTINY COMMITTEE 2

TUESDAY, 10 NOVEMBER 2020

Present:

Councillors Bullivant (Chair), Swain (Vice-Chair), Austen, D Cox, Daws, Evans, Hayes, G Hook, Morgan, Nuttall, Parker-Khan and L Petherick

Members Attendance:

Councillors Connett, Jenks, Keeling, MacGregor, J Petherick and Wrigley

Apologies:

Councillors Tume

Officers in Attendance:

Trish Corns, Democratic Services Officer
Tony Mansour, Housing Needs Lead
James Teed, Leisure Manager
Lorraine Montgomery, Head of Operations

8. #COUNCILSCAN DAY

The Chair announced that the day was #CouncilsCan day when local government is encouraged to share with the public some of the great things it does every day to help residents and communities. This year the focus was on how councils have protected lives and livelihoods and kept their communities running throughout the pandemic.

The Council would be posting on its social media feeds throughout the day, celebrating the different ways it had supported local communities through covid 19. Members were encouraged to share messages and post their own in support of this campaign and local government.

9. MINUTES

The minutes of the meeting held on 22 September 2020 were approved as a correct record and would be signed at the earliest convenience, subject to Minute 1 referring to OS Committee 2 and not 1.

10. DECLARATION OF INTEREST

None

11. PUBLIC QUESTIONS

None.

12. COUNCILLOR QUESTIONS

None.

13. EXECUTIVE FORWARD PLAN

The Chair referred to the Executive Forward Plan. He advised on issues that fell within the interest of the Committee, those within the interest of OS Committee 1, and those items that would fall within the interest of both committees.

The report was noted.

14. WORK PROGRAMME

The Committees Work Programme as circulated with the agenda was noted. The Car Parking Review Group was having regular meetings and would update the Committee at a future meeting.

15. COVID-19 COMMUNITY IMPACT REVIEW GROUP

Members noted the Community Impact Review Group's Terms of Reference circulated with the agenda. Three groups had formed each with six members focusing on the effects on rural, urban and coastal communities, but which were working together for a coordinated approach across the District. The group leads, Cllr Parker-Khan, Cllr Jenks and Cllr J Petherick respectively, gave an update on the work of the groups to date.

A survey, common to all groups had been compiled and circulated in the community for example, to local businesses, food banks, GPs surgeries, voluntary groups, charity groups, hotels, restaurants, cafes, pubs and clubs requesting responses by 5 December 2020. The survey would provide information on how the community has been effected. The results would be scrutinised and reported to the Committee along with further updates of the review group's progress.

The Committee thanked members for their work to date, and particularly Cllr Parker-Khan for the organisation of the survey.

The reports were noted.

16. CULTURAL QUARTER REVIEW GROUP

The Chair updated the Committee on the progress of the Review Group which was focusing on the potential for sites to come forward for a Cultural Quarter in Newton Abbot, potential development issues, and aspirations of the Town Council for associated facilities.

Comments raised included: there was merit in seeking the voice of local industry on the future of this sector over the next decade; and the importance of development to secure community engagement to enable survival of town centres.

The update report was noted.

17. EMPLOYMENT SITES REVIEW GROUP

The Chair updated Members on the Review Group's work which had met twice to date. East Devon District Council had advised on the success of employment sites at Exeter Airport and Science Park. A further meeting would be held that week when the views of representatives of local commercial and industrial property consultants would be sought. The Chair invited Members to join the meeting if they wished to.

The report was noted.

18. EXECUTIVE MEMBER FOR SPORT, RECREATION AND CULTURE PRESENTATION

The Executive Member for Sport, Recreation and Culture gave a presentation to Committee updating Members on the services under the remit of the portfolio. The presentation is appended.

The Executive Member gave recognition to staff proactively reacting since the covid lockdown in supporting the community and keeping residents engaged in a healthy lifestyle. Participant numbers on indoor and outdoor activity classes were starting to increase before the current second lockdown, following the successful reopening of the leisure centres following the first lockdown. The centres were able to accommodate 50% participation of pre-covid numbers. Since the first lockdown activities were particularly targeting 30-45yr olds, women and those of low social economic background, the numbers of which had noticeably decreased.

The Council had been proactive during lock down with the success of Teignbridge leisure digital transition and development, which in particular provided on-line exercise classes through the *Be Active* app. Additional initiatives in response to the covid situation were the promotion of walking and cycling events and opportunities, and conservation volunteer task days.

The budget deficit for the service was estimated at £430,000 as a result of income loss from leisure centres and the green spaces, rangers and resorts service provision as a result of covid.

In regard to leisure centre refurbishments, Broadmeadow and Dawlish centre projects were on hold until the service recovered from covid lockdowns.

The Executive Member advised he would provide written responses to Members queries regarding: activities for those with disabilities; conflict resulting from adults using children's play equipment in play parks; footbridge repair at Decoy Park; how the Council is advising residents of online exercises and activity sessions; update

on the provision of trim-trail equipment at Bakers Park; progress on the Dawlish Warren visitor centre; update on the development of Stover Hockey pitch; update on the Sports Teams Strategy and leases; and available Section 106 funding and any additional funds available from the Council to deliver projects.

19. SOUTH AND EAST DEVON HABITAT REGULATIONS EXECUTIVE COMMITTEE

This item was withdrawn until the Minutes have been approved at the next meeting of the SEDHR Executive.

CLLR P BULLIVANT
Chairman



Executive Member Bi-Annual Report

Cllr Andrew MacGregor

Executive Member for Sport, Recreation and Culture

Green Spaces and Active Leisure

Green Spaces Team
Grounds Maintenance Contract
Events and Activities



Cemetery Service.

Manage burials in the councils 4 cemeteries



Resort Team.

Blue Flag and Seaside Awards
Bathing water quality
Beach safety / RNLI
Cleansing
Beach huts
Events
Shaldon Golf





anger Team.

manage Dawlish Warren NNR and our 27 countryside areas
R's and Woodlands such as:

Hackney Marshes

Coombe Valley and Eastcliff

Decoy Country Park

Dawlish Countryside Park

Milber and Ben Steadams Woods

school visits and conservation task days.

Leisure Centre Team.

4 Leisure facilities

- Newton Abbot Leisure Centre
- Dawlish Leisure Centre
- Broadmeadow Sports Centre
- Teignmouth Lido





T10 Programme Overview

Out and About and Active

rogramme Overview.

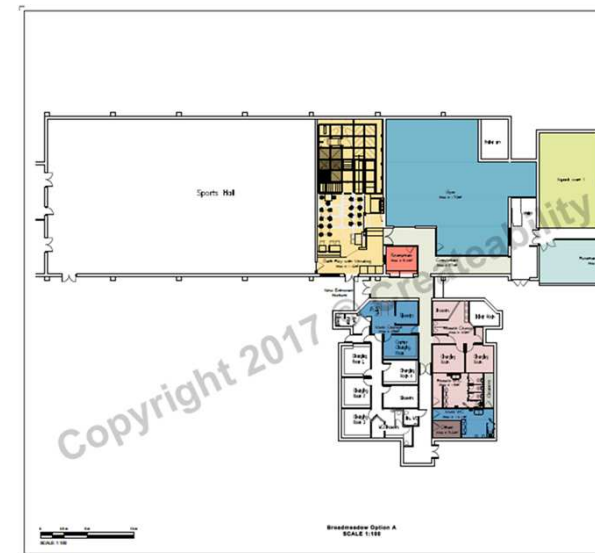
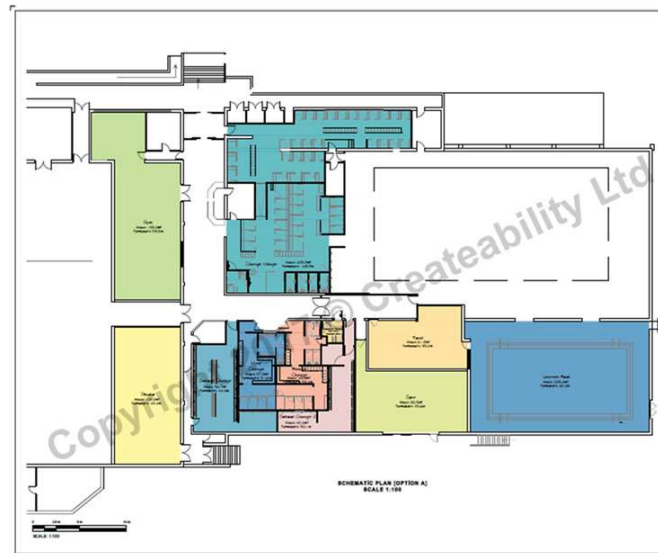
- Gradual return of activities.
- Participation KPI is seeing a slight increase.
- Limited community based projects return.
- KPI number of people participating:
 - Under 18 yrs: 88,118
 - 30-60 yrs: 186,123
 - Over 60's: 115,401

Refurbishment of Broadmeadow Sports Centre and Dawlish Leisure Centre – On hold.

Project on hold until service recovers from COVID lockdown.

Project recap:

- Leisure review in 2018.
- Refurbishment plans for Broadmeadow SC and Dawlish LC.





programme of activities targeting 30-45's, women
social economic.

online exercise classes and workout programmes.

customer survey to understand behaviour changes.

family swim incorporated into leisure programme.

Green Space CAN Projects



Be Active Teignbridge Campaign.



- 14 online exercise classes
- Workout@home had over 4000 hits
- Development of a Teignbridge Leisure App.
 - August:
 - Over 2300 app downloads
 - Over 12000 bookings made
- Online Gym Induction launched to support reopening.
- Next steps: Online exercise classes to support individuals during lockdown 2.0

Developing a plan of activities, events and opportunities to promote walking and cycling.





velopment improvement plans.



Events for schools and communities.



Conservation Volunteer Task Days.
Mey Marshes Feb 2020 – Reed clearance.



Conservation Volunteer Task Days.

brush clearance at Orley Common, Mar 2020.

Budgets

Leisure Centres

- C.£430K deficit
- Furlough and income compensation schemes

Green Spaces/Rangers/ Resorts/ Service

- Furlough in the first lockdown
- income losses from pitches, beach huts, golf

Cemeteries – no significant difference to budget projections





Strategies and policies.

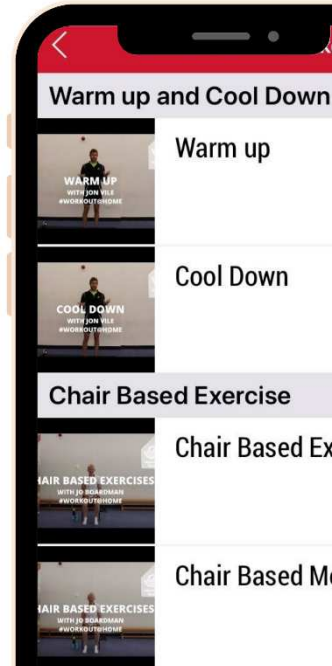
Successes and challenges.

Successes:

- Teignbridge Leisure reopening.
- Greenspaces and Ranger projects and activities
- Teignbridge Leisure digital transition and development

Challenges:

- Teignbridge Leisure recovery
- Green Space services pressure
- Ash Tree Plans





Thank you and Questions.

OVERVIEW & SCRUTINY COMMITTEE (2) WORK PROGRAMME 2020 – 2021**Economy, Business and Tourism; Planning; Corporate Resources; Sport, Recreation and Culture**

Chair - Cllr Bullivant
Vice Chair - Cllr Swain

Portfolio Holders
Corporate Resources (Cllr Keeling)
Planning (Cllr Taylor)
Jobs & Economy (Cllr Jeffries)
Sport, Recreation & Culture (Cllr MacGregor)

The Overview and Scrutiny Committee Work Programme details the planning activity to be undertaken over the coming months.

The dates are indicative of when the Committee will review the items. It is a flexible programme however and it is possible that items may need to be rescheduled and new items added with new issues and priorities.

Standing item

South and East Devon Habitat Regulations Executive Committee

11 December 2020 10am	Report	Lead Officer / Next Steps
Final Report deadline -30 Nov		
Executive Member Presentation	Presentation	Cllr Jeffries Jobs & Economy (incl.Tourism Contribution)
GESP (OS1 Members to be invited to attend for this item)	Report	Michelle Luscombe Neil Blaney
Council Strategy performance Monitoring Q2	Report	Liz Gingell

12 January 2021 2.30pm	Report	Lead Officer / Next Steps
Final Report deadline- 16 Dec		
Executive Member Presentation	Presentation	Councillor Keeling
Budget (OS2 invited to OS1 10am for update and ask questions)	Report	Martin Flitcroft
Performance Monitoring Planning Enforcement (detailed data from Q1 requested on 22 Sept)	Report	Ros Eastman
Covid-19 Community Impact Review Group	Update	Review Group Members
BAME Review Group	Report	Review Group Members

Employment Sites RG	Report	Cllr Bullivant & Review Group Members
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9 February 2021 2.30pm Deadline for final reports 22 January	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Taylor
Budget	Report	Martin Flitcroft
Council Strategy Performance Monitoring Q3	Report	Liz Gingell
Connecting Devon and Somerset Scheme.	Report/ Presentation	Neil Blaney/Matt Barrow at DCC (Members to be invited to OS1 at 10am for update and ask questions)

9 March 2021 10am	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor MacGregor (Sport, Recreation and Culture)

11 May 2021 10am	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Cllr Jeffries

13 July 2021	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor Keeling
Council Strategy Performance Monitoring Q4	Report	Liz Gingell

Task & Finish Groups

Group		Lead Officer
COVID 19 Community Impact		Amanda Pujol
Cultural Quarter		Neil Blaney
Employment sites		Neil Blaney
Car Parks		Neil Blaney
BAME	Joint with OS(1)	Amanda Pujol

Items to be scheduled

Leisure in the Digital Age	Presentation	James Teed
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Update on Council Tax Reduction Scheme	Report	Tracey Hooper
Affordable Housing Supplementary Planning Document and Starter Homes	Report	Michelle Luscombe
Leisure Centre refurbishment	Report	Lorraine Montgomery – Interim Head of Operations James Teed

Past Meetings

22 September 2020	Report	Lead Officer / Next Steps
Portfolio Holder Presentation		Planning (Cllr Taylor)
Notice of Motion from Council 28 July 2020 Black Lives Matter		Amanda Pujol
Rising Sea Levels (members of O & S (1) invited and can ask questions	Report /presentation	Richard Rainbow Graeme Smith
Council Strategy performance Monitoring Q1	Report	Liz Gingell

10 November 2020 10am	Report	Lead Officer / Next Steps
Executive Member Presentation	Presentations	Councillor MacGregor (Sport, Recreation and Culture)
COVID-19 Review Group	Update	Review Group Members
Cultural Quarter RG	Update	Review Group Members
Employment Sites RG	Update	Review Group Members

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**PROPOSAL FORM FOR ITEMS FOR
FOR CONSIDERATION BY
OVERVIEW & SCRUTINY**

Submitted by:

Item for Consideration:

Expected outcome i.e. new policy, new action, new partnership, review and/or scrutinise the performance of other public bodies or of the Council in relation to its policy objectives, performance targets and/or particular service areas:

Priority for matter to be considered:

High (up to 3 months) Medium (3-6 months) Low (over 9 months).

Basis on which priority has been set

The suggested item should be included in future programme(s) because: (please tick as appropriate)

- (a) It is a district level function over which the district has some control

- (b) It is a recently introduced policy, service area of activity which would be timely to review.
- (c) It is a policy which has been running for some time and is due for review
- (d) It is a major proposal for change
- (e) It is an issue raised via complaints received
- (f) It is an area of public concern
- (g) It is an area of poor performance
- (h) It would be of benefit to residents of the district

(i) Which of the Council's objectives does the issue address?

(j) Is there a deadline for the Council to make a decision? (If so, when and why?)

Members are requested to provide information on the following:-

(k) What do you wish to achieve from the review?

(l) Are the desired outcomes likely to be achievable?

(m) Will it change/increase efficiency and cost effectiveness?

Additional information – an explanatory sentence or paragraph to be provided below to support each box which has been ticked.

Please return completed form to Democratic Services Department.

TEIGNBRIDGE DISTRICT COUNCIL
OVERVIEW & SCRUTINY COMMITTEE

11 DECEMBER 2020

PART I

Report Title	Quarter 2 2020-21 Council Strategy Performance
Purpose of Report	To update members on the delivery of the Council Strategy 2020-2030, providing the detailed performance information used to track its delivery. Members are asked to review the performance information and areas where performance is not on track.
Recommendation(s)	The Committee RESOLVES to: Review the report and the actions being taken to rectify performance issues detailed in Appendix A.
Financial Implications	A summary of the financial information supporting the delivery of the council strategy has been provided as part of this report. Finance Systems Manager Email: steve.wotton@teignbridge.gov.uk
Legal Implications	A summary of the legal requirements are contained in the detail of this report. Monitoring Officer Email: Karen.trickey@teignbridge.gov.uk
Risk Assessment	Failure to deliver the council strategy or parts of it will be identifiable in both the performance and risks reports, enabling both senior management and members to take action where necessary. Chief Finance Officer Email: martin.flitcroft@teignbridge.gov.uk
Environmental/ Climate Change Implications	The council strategy contains a dedicated programme entitled Action on Climate alongside other projects in the strategy that also impact on climate and the environment. Detailed information about this programme and actions being taken are contained within this performance report. Climate Change Officer Email: william.elliott@teignbridge.gov.uk
Report Author	Liz Gingell – Project Manager, Business Transformation Team
Portfolio Holder	Corporate Resources - Cllr Alan Connett
Appendices / Background Papers	Appendices A –O&S2 Quarter 2 Performance Exception Report

1. REPORT DETAIL

This performance report looks at the Council Strategy 2020-2030 and covers the period from 1st July to 30th September. Any questions should be asked in advance of the meeting.

1.1 T10 Finance

[Executive report 3 November](#) suggests a budget gap of £4.6 million – this includes Council tax and NDR which can be recovered in future years. The income funding package from Government should address most of the remaining gap but any deficiency will have to be met by reserves or further savings.

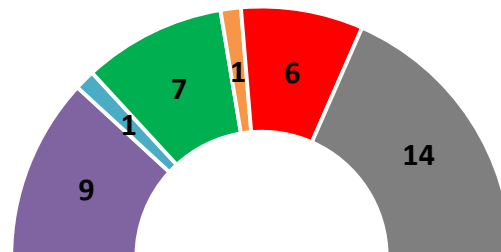
1.2 T10 Programmes

7 of the T10 Programmes are reported as 'On track'. The following 3 continue to be reported with a caution status.

- A Roof over our Heads
- Going to Town.
- Out and About and Active

1.3 T10 Performance Indicators

A total of 38 PIs are included in the Q1 report. 10 PIs are either ahead or well ahead of target, 7 are on target and 7 PIs are underperforming. This is an improvement on Q1 PIs performance where 11 PIs were underperforming. There 14 monitoring indicators that do not have targets.

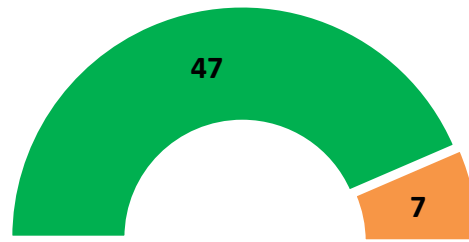


Q2 Status of all Performance Indicators

- | | |
|------------------------|----------------------------|
| ■ Well ahead of target | ■ Ahead of target |
| ■ On target | ■ Caution |
| ■ Concern | ■ No target/Not calculable |

1.4 T10 Projects

A total of 54 projects are included in the report. 47 are on track and 7 are reported with a caution status compared to 4 in Q1.



Q2 Status of projects

- Completed
- On track
- Will not be achieved
- Ahead of target
- Caution

Details of the Programmes, projects and performance indicators with a concern or caution status together with an explanation of their performance and improvement plan can be found in **Appendix A**

2. Implications, Risk Management & Climate Change Impact

2.1 Legal

Although there are no direct legal implication regarding this report, it will be appreciated that the Committee has constitutional responsibility to review and scrutinise the performance of the Council in relation to policy objectives and performance targets to which this report refers.

2.2 Risks

The Council Strategy has a comprehensive set of risks associated to its delivery. Each risk has a set of mitigating actions which are reviewed and updated by the officers directly responsible.

These risks are monitored and discussed as part of the strategic and corporate risk reports that are presented regularly to the Strategic Leadership Team and Audit Scrutiny Committee. Any areas of poor performance or unacceptable risk are identified in the reports.

2.3 Environmental/Climate Change Impact

The council strategy contains a dedicated programme entitled Action on Climate. This programme looks at the actions the authority can achieve to reduce carbon emissions and to increase the district's resilience to the changing climate.

The organisational carbon footprint for the authority has been completed for the financial year 2018/19 and reviewed by SLT and Informal Executive; the carbon footprint report and supporting data are now available on the council website. Work is undergoing to develop a Carbon Action Plan to reduce the authority's carbon footprint.

The authority continues to support the Devon Climate Emergency, which is seeking to achieve net-zero carbon emissions across Devon at the earliest credible date.

3. ALTERNATIVE OPTIONS

None

4. CONCLUSION

The Council Strategy performance report provides Members with an overview of performance for the Teignbridge Ten Programmes including details of any areas of poor performance.

The Council Strategy runs from April 2020 to 2030.

04 Going to Town

Lead Contact: Neil Blaney, Cllr Nina Jeffries

Programme Status:

Caution

Summary Statement

While the impact of the lockdown and social distancing measures on the districts town centres remains unclear this project will be listed as a caution.

Designing and delivering small and large scale schemes:

Progress has been made on pre-lockdown schemes, with the proposal for a Premier Inn in Teignmouth being confirmed as compliant with the Local Development Order in September 2020. This effectively gives planning consent for the proposal. A planning application is currently being considered for a hotel in Newton Abbot.

Running and improving Newton Abbot Markets:

Footfall is still below normal levels and we continue to look at initiatives that can help support existing traders and encourage new businesses into the market.

The Future High Street Fund bid was submitted at the end of July which, if successful, will help to rejuvenate the Market Hall and Square. A clarification exercise has been completed in early October and we await to hear if the submission has been successful.

Town centre health checks:

The pre-Covid town centre health checks are available to view at teignbridge.gov.uk/oureconomy.

It will take some time to be able to measure the impacts of the lockdown on the town centres, but consumer confidence remains low which has impacted on visitors to the town.

Working with and supporting continued town centre management:

The Economic Development and Environmental Health teams continue to offer support and guidance to businesses dealing with evolving legislation and funding opportunities.

Using our powers to bring about improvements and support business growth:

The Environmental Health team has provided significant support to businesses in compliance with Government legislation relating to restrictions on operating.

Improving accessibility and encouraging more town centre living:

The Council continues to support proposals for town centre living. The Future High Street Fund bid includes significant improvements into Newton Abbot town centre, which will encourage more sustainable travel into the town.

Supporting evening cultural and leisure opportunities:

The lockdown continues to significantly impact on the cultural and leisure industries. Businesses in these sectors are keen to welcome more customers, but it is too soon to fully understand the impact of the restrictions imposed on operating.

05 Great places to live and work

Lead contact: Rosalyn Eastman, Cllr Gary Taylor

Programme Status:

On track

06 Investing in prosperity

Lead contact: Stephen Forsey, Cllr Nina Jeffries

Programme Status:

On track

Project Status	Code	Title	Executive Member	Last Review Date	Progress Review	Project Responsible Officer
Caution	CSIIP 8.1	Improved broadband provision	Business, Economy and Tourism	12/10/2020	<p>Reason: The tender process for a new contractor to deliver the roll-out was started before the lockdown due to Covid 19, but the lockdown created delays in the project.</p> <p>Improvement Plan: The project covers Devon and Somerset, with the area broken up into 'lots' for contractors to bid on. The following update has been provided by the Connecting Devon and Somerset team.</p> <p>'The initial bids have now been submitted for every 'lot' and the optimisation period has now elapsed. Final bids were received on 25 August and the evaluation of the final bids is now underway. Thereafter preferred suppliers will be identified and those bids will be subject to Broadband Delivery UK (BDUK) assurance. It is currently expected that contracts will be awarded in December 2020.'</p> <p>This project will remain as a 'caution' until there the new contract has been successfully awarded and a timetable for rollout has been published.</p>	Neil Blaney

07 Moving up a gear

Lead contact:

Fergus Pate, Cllr Gary Taylor

Programme Status:

On track

08 Out and about and active

Lead contact: James Teed, Cllr Andrew MacGregor

Programme Status:

Caution

Summary Statement

The programme status is a caution at this moment with only a gradual return of activities in consideration of the imposed covid-secure restrictions. Numbers of participants will start to pick up now leisure centres are returning, yet we are still operating with imposed capacity restrictions. On average, we can accommodate half the numbers for participation that we could allow pre-covid. Some community based projects, such as cycling activities, will not resume until at least the New Year / Spring.

PIs on still on hold due to Covid 19 restrictions

- **CSOAA 6.1** Number of young people (under 18) who participate in activities we organise.
- **CSOAA 6.2** Number of older (over 60) people participating in events we organise
- **CSOAA 6.3** Number of people 30-60 participating in activities we organise
-

It is anticipated that participation data will available next quarter (Q3). These will be substantially lower but hopefully some assessment of revised target figures will then be possible

One Project is still on hold due to Covid 19 restrictions

- **CSOAA 1.1 Refurbishment of Broadmeadow and Dawlish Leisure Centres.** On hold until service recovered. Income streams need to be re-established to support the business case, a time frame for this is not currently identifiable.

Project Status	Code	Title	Executive Member	Last Review Date	Progress Review	Project Responsible Officer
Caution	CSOAA 3.1	Best practice guidance for delivery & ongoing management of open space in new development	Sport, Recreation and Culture	12/10/2020	<p>Reason: The report prepared for informal Executive was presented at the beginning of March 2020. It was agreed that there are a suite of actions needed, alongside the Local Plan update, with the aim of reducing the risk of examples of poor-quality delivery of green infrastructure. This includes changes to the s106 template wording for green infrastructure to support good-quality delivery and ongoing management of green infrastructure, with reasonable management fees. There will also be a review of requirements for good-quality ongoing management to support this. This is underway but there is limited resource, which affects pace of progression.</p> <p>Improvement plan: The Teignbridge Green Infrastructure Strategy document strongly focuses on good-quality delivery and ongoing management of green space, as well as cycle connectivity. This document is one part of a wide suite of evidence that is available to inform the Local Plan review, which is currently ongoing, and it supports facilitation of good-quality delivery of green infrastructure, linking to the informal Executive report. Discussions with the Local Plan team are ongoing alongside progress on viability work and other aspects that form part of the required process of the LP review.</p>	Rosalyn Eastman, Estelle Skinner

10 Vital, Viable Council

Lead contact: **Amanda Pujol, Cllr Alan Connett, Cllr Richard Keeling**

Programme Status:

On track

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TEIGNBRIDGE DISTRICT COUNCIL

OVERVIEW AND SCRUTINY 2

11 DECEMBER 2020

Report Title	Supporting information for the 03.11.20 Executive report relating to Recommendation 2 for future strategic planning working with Exeter City Council, East Devon District Council, Mid Devon District Council and Devon County Council
Purpose of Report	To provide further detail to the options set out in the 3 November 2020 report to Executive on future joint strategic planning arrangements with East Devon, Exeter and Mid Devon Councils and agree a preferred approach.
Recommendation(s)	<p>The O&S 2 Committee recommends to full Council :</p> <p>1. that the Executive’s recommendation to support in principle the production of a joint non-statutory plan, to include joint strategy and infrastructure matters, with East Devon, Exeter and Mid-Devon Councils, and in partnership with Devon County Council is approved. This will be subject to agreement of details of the scope of the plan, a timetable for its production, the resources required, and governance arrangements to be agreed at a later date.</p>

Financial Implications	These are as set out at paragraph 2.1.1 Martin Flitcroft Chief Finance Officer Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk
Legal Implications	These are as set out at paragraph 2.2.1 Paul Woodhead, Legal Services Team Leader and Deputy Monitoring Officer Tel: 01626 215139 Email: paul.woodhead@teignbridge.gov.uk
Risk Assessment	These are as set out at paragraph 2.3.1 Michelle Luscombe Principal Planning Policy Officer Tel: 01626 215754 Email: michelle.luscombe@teignbridge.gov.uk
Environmental/ Climate Change Implications	The preparation of joint plans is a key method for climate change mitigation and environmental protection, through appropriate policies and development strategy. Commitment to joint planning will give an opportunity to consider climate and strategic environmental matters at a more effective larger-than-local scale. William Elliott Tel: 01626 215754 Email: william.elliott@teignbridge.gov.uk
Report Author	Michelle Luscombe Principal Planning Policy Officer Tel: 01626 215706 Email: michelle.luscombe@teignbridge.gov.uk
Executive Member	Executive Member for Planning (Gary Taylor)
Appendices	1. Joint Strategic Planning Options Appraisal
Part I or II	Part 1
Background Papers	None

1. PURPOSE

- 1.1 The purpose of this report is to provide further information to the O&S 2 Committee on the 03.11.20 Executive report which presented options for alternative joint strategic planning approaches in light of the recommendation to withdraw from the Greater Exeter Strategic Plan (GESP) project. The Executive report recommended that joint strategic planning should continue in the form of a non-statutory joint plan prepared by the four authorities of East Devon, Exeter, Mid Devon and Teignbridge Councils, in partnership with Devon County Council.

2. REPORT DETAIL

2.1. Financial

O&S 2

11 December 2020

2.1.1. As set out in more detail in Section 2.6, there are financial savings to be made as a result of not proceeding with GESP and preparing a non-statutory plan in its place. These savings come as a result of only having to fund one statutory plan examination and not having to fund additional staff resource for the GESP team. In addition, there are unspent funds in the GESP budget, of which some will be able to be retained for joint plan-making purposes, therefore placing no additional financial burdens on the Council.

2.2. Legal

2.2.1. Section 19 (1B) of the Planning and Compulsory Purchase Act 2004 places a statutory duty on each Council to prepare a plan which identifies their strategic priorities and policies for managing the development of land in their area. The Council is in the process of preparing a review of its Local Plan. It had previously been agreed that the Greater Exeter Strategic Plan would be prepared alongside the Council's Local Plan to cover all strategic policies and site allocations. However, there is no statutory requirement to prepare a joint strategic plan and, in the absence of this, the Local Plan will absorb all strategic matters alongside local issues.

2.3. Risks

2.3.1. The main risk associated with the recommendation relates to the potential loss of ability to agree a positive framework for matters like climate change, biodiversity net gain, connectivity and transport if the recommendation is not supported. A joint non-statutory plan would enable us to coordinate a response to wider area aspirations and constraints, particularly in relation to transport, infrastructure and the environment. It would demonstrate a joined-up approach for addressing cross boundary and strategic issues and therefore provide a platform on which to bid for Government financial support.

2.4. Environmental/Climate Change Impact

2.4.1. Climate change mitigation and adaptation forms a key part of joint planning work. By its nature, climate change is something which cannot be considered in one isolated area, but can only be tackled through work which reflects cross-boundary transport movements and other strategic matters. Involvement in joint strategic planning provides an opportunity to consider carbon emission and climate change impacts of development and transport over a wider area. Because of this, involvement in joint planning is likely to be beneficial to climate change policy compared with seeking to achieve carbon neutrality in just one district. The key impacts will arise from the specific strategy chosen, however. These implications will be addressed as joint plan-making is progressed.

2.5. Background

2.5.1. On 03 November 2020, the Executive approved Officer recommendations to: 1) formally withdraw from the GESP project; and 2) prepare a non-statutory joint plan with the authorities of Exeter City, East Devon and Mid Devon District Councils, in partnership with Devon County Council. Following the Executive meeting, Cllr Patch requested that the decision be called in to Overview and Scrutiny Committee for further consideration. The Executive decision is a recommendation to Council and therefore call in does not apply. However, it was agreed by the Leader of the Council to provide an opportunity for Members of O&S to discuss the report prior to it going to Full Council.

2.5.2. It should be noted that no issues were raised with Recommendation 1 in the 03.11.20 Executive report which agreed to recommend to Full Council that Teignbridge formally withdraws from the GESP project. As such, this is not discussed in this report.

2.5.3. In requesting that Recommendation 2 be discussed by O&S, Cllr Patch raised 4 main issues which he sought further information on:

- A. Budgetary implications (e.g. estimates of potential refunds of GESP monies and possible future commitments under each option)

especially in the context of the extreme budgetary pressures that are arising as a result of the response to *COVID-19*;

- B. Risks associated with each option, including, but not limited to, potential delays to Plan-Making - especially in light of the political position of former GESP administrations with respect to the issues thrown up by Joint Plan-Making;
- C. Potential impact on Teignbridge house-building targets, especially through the issue of cross-boundary 'target-sharing' (raised in the Paper presented to Executive: for option 1, the comment is made that under that option there would be "no opportunity to 'spread' any potential housing need asks made by neighbouring authorities (e.g. Torbay)" - suggesting that other options, including that recommended, might lead to Teignbridge accepting a greater housing target than would otherwise be the case under option 1), but also, might any delay in Plan-Making (see previous bullet point) impact TDC targets?;
- D. Potential ceding of TDC control of aspects of Teignbridge Development through a joint-plan (the Paper presented to Executive talks of 'joint governance' and 'aspirations in the plan' being 'enforced').

2.5.4. The following sections provide information relating to each of these issues and should be read alongside the original Executive report dated 03.11.20. However, for ease of reference, a list of the options are set out below:

1. Each Local Planning Authority (LPA) progresses its own Local Plan and works with the other LPAs to meet Duty to Co-operate (or replacement)
2. Each LPA progresses its own Local Plan and works to meet the Duty to Cooperate. Local Plans include model strategic policies and are informed by shared evidence where appropriate.
3. Non-statutory Joint Infrastructure Plan

4. Non-statutory joint strategy and infrastructure plan
5. Statutory joint strategy and infrastructure plan (i.e. GESP)
6. Full statutory joint plan

2.5.5. The Executive report sets out these 6 options for future joint plan making. These are summarised in Section 3.15 with a more detailed analysis provided in Appendix 1.

2.6. Budgetary Implications

2.6.1. As GESP was only ever intended to address strategic site allocations and strategic/cross-boundary policy issues, the preparation of a Local Plan alongside GESP was always going to be necessary. This was going to involve two separate examinations at an estimated cost of c. £110k to Teignbridge (this includes examination costs for the GESP split equally between the partner authorities). Both plans would also have required substantial evidence to justify policies as well as site investigation work to ensure that sites proposed for allocation were deliverable. Site investigation work for Teignbridge alone could easily be in the region of £100k+.

2.6.2. A huge amount of evidence has already been gathered for the purposes of the GESP and which can now be easily adapted to inform both the Local Plan, and any other joint plan that we collectively prepare. Further evidence, including Economic Development Needs Assessments and Local Housing Needs Assessments updates are still required, but this would be the case whether we were preparing the GESP and the Local Plan, or just the Local Plan. Continuing to work jointly, even in a non-statutory capacity, will enable us to collectively make savings through the commissioning of joint evidence wherever possible and appropriate.

2.6.3. As such, in relation to evidence gathering and site investigation work, there are few financial differences between any of the options. However, without GESP, and under Options 1-4 as outlined in the report, there will be only one examination, creating a potential saving of c. £40k.

2.6.4. Since the start of the Greater Exeter Strategic Plan project, each Local Planning Authority has contributed £170,000 towards shared evidence and plan making costs. There are no commitments to make any further contributions to the GESP budget as part of the work to prepare a non-statutory plan. There are unspent funds in the budget in the region of £500,000, some of which will need to be retained for future joint plan making purposes whilst the remainder can be returned to the partner authorities. The amount to be retained for joint plan making purposes and returned to individual partner authorities will be looked at further following a decision on this 'in principle' proposal to proceed with a non-statutory plan and further discussions around the scope of the joint non-statutory plan.

2.6.5. Option 5 is the 'Business as Usual' scenario (i.e. continuing with GESP alongside Local Plans). On the 14 July 2020, the O&S Committee approved a recommendation to Executive to publish and consult on the GESP draft plan and at this point agreed to an additional budget of up to £62k per annum (or up to an additional c£30,000 per annum on top of existing staff contributions) for the duration of the GESP project towards staff costs. Now that the GESP is not going ahead, there is a saving of £30k per year on what was budgeted for the GESP project (i.e. Option 5).

2.6.6. Option 6 is to prepare a single statutory development plan for the 4 authorities (i.e. GESP and no Local Plans). This may have generated some savings through shared teams and a single examination cost but as it was not considered to be a politically acceptable option, no further work has been done to assess the financial implications of this.

2.7. Risks

2.7.1. Options 1-4 effectively provide maximum opportunities for unencumbered Local Plan preparation. That is because under these options, the Local Plan will not be delayed because of external political decisions or other factors which may delay progress on a statutory plan. Any joint plan prepared under options 3 or 4 will be non-statutory, so whilst it will provide strategic aims, shared solutions to cross-boundary issues and opportunities for joint infrastructure planning, it will not be required to go through statutory decision-making or consultation stages which may delay preparation of the Local Plan.

2.8. Potential impact on Teignbridge house building targets

2.8.1. The housing requirement for all local Authorities is determined by the nationally set standard method for calculating housing need. We are required to meet this requirement as a minimum through allocating sufficient land in our development plans. There was scope within GESP to look at meeting the overall requirement of the four authorities on a 'boundary blind' basis (i.e. directing development to the most sustainable and suitable locations rather than ensuring each authority met its own need) but this was increasingly becoming an issue for at least one authority and it unlikely that this approach would have been tenable in the long term. As such, continuing with GESP would most likely have resulted in each authority having to individually address at least the majority of their own housing needs.

2.8.2. Should Torbay, or any other authority, make a request for some of their housing need to be met by nearby authorities then this would be addressed under the Duty to Cooperate. It should be noted that there have been no formal requests from any authority to Teignbridge to accommodate any of their housing requirement.

2.9. Potential ceding of TDC control of aspects of Teignbridge development

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2.9.1. As a non-statutory plan, aspects of the Joint Plan we are referring to would only be enforceable if those elements were incorporated into the Local Plan and found sound at examination. For example, the Joint Plan may recommend a collaborative approach to managing development and financial contributions within the recreational zone for the Exe Estuary, but this would only be enforceable if it was then taken forward within our Local Plan. This means that Teignbridge Councillors would have the final say on whether parts of the Joint Plan become part of our own statutory Local Plan.

3. CONCLUSION

3.1. Proposed future joint strategic planning approach

3.1.1. Having considered the various merits and risks associated with each of the options, it is recommended that a non-statutory strategy and infrastructure plan (Option 4) is prepared alongside a Local Plan for Teignbridge, in order to address the vital issues that affect the whole of the wider sub-region.

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TEIGNBRIDGE DISTRICT COUNCIL

EXECUTIVE

03 NOVEMBER 2020

Report Title	Future strategic planning working with Exeter City Council, East Devon District Council, Mid Devon District Council and Devon County Council
Purpose of Report	To set out options for future joint strategic planning arrangements with East Devon, Exeter and Mid Devon Councils and agree a preferred approach.
Recommendation(s)	The Committee RESOLVES to: <ol style="list-style-type: none">1. Recommend that Full Council formally withdraws from the preparation of the Greater Exeter Strategic Plan.2. Recommend that Full Council support in principle the production of a joint non-statutory plan, to include joint strategy and infrastructure matters, with East Devon, Exeter and Mid-Devon Councils, and in partnership with Devon County Council. This will be subject to agreement of details of the scope of the plan, a timetable for its production, the resources required, and governance arrangements to be agreed at a later date.

Financial Implications	These are as set out at paragraph 2.1.1 Martin Flitcroft Chief Finance Officer Tel: 01626 215246 Email: martin.flitcroft@teignbridge.gov.uk
Legal Implications	These are as set out at paragraph 2.2.1 Paul Woodhead, Legal Services Team Leader and Deputy Monitoring Officer Tel: 01626 215139 Email: paul.woodhead@teignbridge.gov.uk
Risk Assessment	These are as set out at paragraph 2.3.1 Michelle Luscombe Principal Planning Policy Officer Tel: 01626 215754 Email: michelle.luscombe@teignbridge.gov.uk
Environmental/ Climate Change Implications	The preparation of joint plans is a key method for climate change mitigation and environmental protection, through appropriate policies and development strategy. Commitment to joint planning will give an opportunity to consider climate and strategic environmental matters at a more effective larger-than-local scale. William Elliott Tel: 01626 215754 Email: william.elliott@teignbridge.gov.uk
Report Author	Michelle Luscombe Principal Planning Policy Officer Tel: 01626 215706 Email: michelle.luscombe@teignbridge.gov.uk
Executive Member	Executive Member for Planning (Gary Taylor)
Appendices	1. Joint Strategic Planning Options Appraisal
Part I or II	Part 1
Background Papers	None

1. PURPOSE

- 1.1 The purpose of this report is to seek formal agreement on withdrawal from the Greater Exeter Strategic Plan (GESP) project and to present options for alternative joint strategic planning approaches. The report recommends that joint strategic planning should continue in the form of a non-statutory joint plan prepared by the four authorities of East Devon, Exeter, Mid Devon and Teignbridge Councils, in partnership with Devon County Council.

2. REPORT DETAIL

2.1. Financial

- 2.1.1. Since the start of the Greater Exeter Strategic Plan project, each Local Planning Authority has contributed £170,000 towards shared evidence
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and plan making costs. There are no commitments to make any further contributions to the GESP budget. There are unspent funds in the budget in the region of £500,000, some of which will need to be retained for future joint plan making purposes whilst the remainder can be returned to the partner authorities. This will be looked at further following a decision on this 'in principle' proposal to proceed with a non-statutory plan.

2.2. Legal

2.2.1. Section 19 (1B) of the Planning and Compulsory Purchase Act 2004 places a statutory duty on each Council to prepare a plan which identifies their strategic priorities and policies for managing the development of land in their area. The Council is in the process of preparing a review of its Local Plan. It had previously been agreed that the Greater Exeter Strategic Plan would be prepared alongside the Council's Local Plan to cover all strategic policies and site allocations. However, there is no statutory requirement to prepare a joint strategic plan and, in the absence of this, the Local Plan will absorb all strategic matters alongside local issues.

2.3. Risks

2.3.1. The main risks associated with the recommendations relate to the potential loss of ability to attract Government support and investment as a result of not having the Greater Exeter Strategic Plan 'brand' and agreed partnership aspirations. A joint statutory plan would provide most opportunity to present our plan as a nationally significant proposition to Government.

2.3.2. Without any joint plan, there would be significantly less opportunity to agree a positive framework for matters like climate change, biodiversity net gain, connectivity and transport.

2.3.3. However, a joint non-statutory plan would enable us to coordinate a response to wider are aspirations and constraints, particularly in relation to transport, infrastructure and the environment. It would demonstrate a

joined approach for addressing cross boundary and strategic issues and therefore provide a platform on which to bid for Government financial support.

2.4. Environmental/Climate Change Impact

2.4.1. Climate change mitigation and adaptation forms a key part of joint planning work. By its nature, climate change is something which cannot be considered in one isolated area, but can only be tackled through work which reflects cross-boundary transport movements and other strategic matters. Involvement in joint strategic planning provides an opportunity to consider carbon emission and climate change impacts of development and transport over a wider area. Because of this, involvement in joint planning is likely to be beneficial to climate change policy compared with seeking to achieve carbon neutrality in just one district. The key impacts will arise from the specific strategy chosen, however. These implications will be addressed as joint plan-making is progressed.

2.5. Background

2.5.1. On 26th September 2016, Full Council resolved to prepare a strategic plan (GESP) covering the wider area in partnership with East Devon, Mid Devon and Exeter Councils with the support of Devon County Council. Since this time, the four authorities have worked collectively to produce evidence for the plan and prepared a Draft Plan which was brought to the relevant committees of each authority in the summer of 2020 to seek approval for consultation.

2.5.2. At the Executive meeting of Teignbridge District Council on 21st July 2020, it was resolved to publish the GESP Draft Plan for consultation. However, on the 23rd July, East Devon District Council's Strategic Planning Committee resolved to recommend to their Council that EDDC withdraw from working on the GESP while making a commitment to continue to work with the partner authorities. This recommendation was then agreed at their Council on the 29th August.

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2.5.3. Since that time discussions have continued between leaders and relevant portfolio holders/executive members on alternative options for continuing partnership working outside of GESP. Discussions have focused on the issues that bring the partner authorities of East Devon, Exeter, Mid Devon and Teignbridge together. These are primarily that the collective authorities comprise a functional economic area and form an extensive housing and travel to work area. The wider area also faces common issues; housing affordability and the need to deliver greater numbers of homes; constraints on our infrastructure and limits to the availability of funding; the need for a flexible and efficient transport system which supports prosperity and access to services; the need to respond to the climate emergency, achieve net zero carbon development and increase habitat creation; and the need to improve accessibility for urban and rural areas by widening digital connectivity. These vital issues affect the whole area and therefore can be effectively considered in a strategic, cross-boundary manner.

2.6. Benefits of continued joint strategic planning

2.6.1. While there are real-life, practical reasons for collaboration, the need to work together effectively is currently supported by the Duty to Cooperate, a legal duty in plan preparation. Although the planning White Paper is considering the abolition of the Duty, this is some time from being removed in practice. The White Paper is also clear in identifying the on-going need to cooperate on significant matters such as infrastructure provision and central government has confirmed it is giving this further thought.

2.6.2. Turning to delivery, discussions with Homes England have shown the importance of demonstrating common aspirations, priorities and approaches to current issues when seeking funding. Joint working will be vital to help lever in this funding to support delivery, particularly regarding critical, strategic infrastructure with wide-spread benefits and where there is a large funding gap. Such an approach would help to establish a

recognisable brand reflecting a tangible and clear location which would be received favourably by the government.

2.6.3. In practical, plan-making terms, there are also significant benefits in working together because collaboration enables evidence to be commissioned jointly, expertise to be shared and effort focused flexibly. It also provides the opportunity to seek funding or work jointly with agencies such as Homes England on plan-preparation (e.g. by sharing evidence) which could have financial and consistency benefits.

3. OPTIONS

3.1. Consideration of options for future joint planning

3.1.1. The GESP Project Assurance Group (comprised of the Heads of Planning from the participating authorities) have identified 6 options for future joint working. A summary of these is provided in Table 1. The options range from continuing to prepare a joint statutory plan in the form of the GESP, to the bare minimum requirement of meeting our Duty to Cooperate obligations whilst preparing individual Local Plans. A detailed appraisal of these options is provided in Appendix 1.

3.1.2. Although in purely technical planning terms the options which include statutory joint plans and strategies would be preferred, it is considered that these are unlikely to be politically acceptable for all authorities in the current period post-GESP and taking forward such a plan without all of the partners from the sub-region would undermine the status of a statutory document and risk the soundness of the plan. This means that options 5 and 6 in Table 1 are unlikely to be deliverable.

3.1.3. It is considered that there is a clear need for joint working if we are to successfully address the shared issues the partner authorities face and lever in the infrastructure funding needed. Therefore undertaking a more co-ordinated approach than simply complying with the duty to co-operate

is considered essential. On this basis, option 1 would not be sufficient to meet the collective Councils' objectives.

3.1.4. As such, in order to effectively address the strategic cross boundary issues set out in 2.5.3, to demonstrate proactive joint working on strategic infrastructure delivery, and to have a solution which is politically acceptable to all partners, it is necessary to explore a middle ground scenario. In this case, the middle ground is the preparation of a non-statutory strategy which would ensure that there is a shared approach to strategic matters such as economic development, carbon reduction, digital connectivity, infrastructure delivery and habitats mitigation whilst enabling the individual local planning authorities to retain control over the timetable and scope of statutory Local Plans. Option 4 provides the best scenario for achieving this.

3.1.5. The following options have been considered. A full appraisal is available in Appendix 1.

Option	Scope	Comments
1. Baseline: Each LPA progresses its own Local Plan and works with the other LPAs to meet Duty to Co-operate (or replacement)	Determined by each LPA (*). Could include some joint evidence on defined topics as has happened in the past (e.g. housing, gypsy and travellers. habitat mitigation, transport)	Minimum opportunity to agree a positive planning framework for critical issues and to lever in central government funding. Maximum opportunity to prepare an unencumbered Local Plan review.
2. Each LPA progresses its own Local Plan and works to meet the DtC. Local Plans include model strategic policies (*) and are	Similar to option 1, but with model policies that can be adapted to suit local circumstances and limited in scope to cross-boundary matters (e.g. climate change) (*).	Some opportunity to have a shared approach towards common issues but unlikely to sufficiently demonstrate a collective approach to attract central government support for infrastructure delivery.

<p>informed by shared evidence where appropriate.</p>		
<p>3. Non-statutory Joint Infrastructure Plan</p>	<p>Government-facing document aimed at securing funding to deliver infrastructure needed to support growth.</p> <p>This could just be growth identified in adopted Local Plans and/or growth proposed in emerging plans.</p> <p>As a non-statutory plan it would not be subject to statutory consultation or examination and therefore would be a faster and more flexible plan.</p>	<p>Would provide a co-ordinated planned response to the area's infrastructure priorities and help to secure central government investment. However, without an overarching strategy to hang the plan on, it could lack ambition and a shared understanding of strategic issues.</p> <p>As a non-statutory plan it would not be subject to statutory consultation or examination and therefore would be faster to prepare and more able to respond to changing circumstances.</p>
<p>4. Non-statutory joint strategy and infrastructure plan</p>	<p>Place-making, aspirational non-statutory plan covering strategic place making and infrastructure delivery.</p> <p>Used to promote the Garden Communities and sub-regional brand, in addition to identifying infrastructure requirements.</p> <p>Part Government-facing document and part strategy document.</p>	<p>Would provide a co-ordinated response to the area's strategic economic, climate, housing, environmental and infrastructure issues and help to secure central government investment.</p> <p>As a non-statutory plan it would not be subject to statutory consultation or examination and therefore would be faster to prepare and more able to respond to changing circumstances.</p>
<p>5. Statutory joint strategy and infrastructure plan</p>	<p>High-level statutory plan containing strategic policies and infrastructure requirements. This would essentially be GESP without East Devon.</p> <p>Matters/sites not covered in the strategic plan will be covered in Local Plans.</p>	<p>Would provide a co-ordinated response to the area's strategic economic, climate, housing, environmental and infrastructure issues and help to secure central government investment, with added weight because it would be in a statutory plan.</p> <p>Given recent decisions made by East Devon District Council it is</p>

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		unlikely that this option will be politically acceptable.
6. Full statutory joint plan	A statutory plan containing strategic and local policies, infrastructure requirements and all site allocations. There would be no Local Plans prepared by individual LPAs.	Would provide a co-ordinated response to the area's strategic economic, climate, housing, environmental and infrastructure issues and help to secure central government investment, with added weight because it would be in a statutory plan. Given recent decisions made by East Devon District Council it is unlikely that this option will be politically acceptable. Perceived loss of local control over more locally relevant policies.

(*) Comments are caveated by the Government's proposals in the recent Planning White Paper.

Table 1: Options for Joint Strategic Plan Making

3.2. Resourcing future joint planning

3.2.1. At this stage, we are seeking an 'in principle' agreement to proceed with a non-statutory infrastructure and strategy plan based on option 4 in Table 1 with details relating to budget, detailed scope, and governance reserved for discussion at a later date. However, it should be noted that any resource required for option 4 will be less than was previously committed for GESP. This is due to the fact that a non-statutory plan:

- would not be subject to statutory consultation arrangements or a public examination. Costs for the examination would have been in the region of £150k to be split across the 4 authorities and is not currently within the GESP budget;
- would not include details relating to development sites which would have required extensive site investigation work and

masterplanning (NB. it should be noted however that this work will have to be picked up as part of the Local Plan);

- can draw on the significant amount of evidence already collected as part of the GESP project. Additional evidence may be required to support the non-statutory plan but would not be above and beyond what would have been required for the GESP;
- is likely to require less staffing resource than the preparation of a statutory plan.

4. CONCLUSION

4.1. Proposed future joint strategic planning approach

4.1.1. Having considered the various merits and risks associated with each of the options, it is recommended that a decision is made to formally withdraw from the GESP project on the basis that there is not commitment from all of the necessary partner authorities to proceed with a joint statutory plan. Proceeding on a statutory plan in the absence of East Devon would significantly risk the soundness of the plan and our collective ability to meet our agreed goals of having shared solutions to common issues and being a nationally significant proposition to government to lever in critical infrastructure funding to support our new and existing communities.

4.1.2. If this is agreed, then in light on not being able to proceed with the GESP, it is recommended that a non-statutory strategy and infrastructure plan is prepared alongside a Local Plan for Teignbridge, in order to address the vital issues that affect the whole of the wider sub-region.

4.1.3. Each of the partner authorities will be taking a similar report through their relevant committees in the next few months to seek agreement on this revised joint planning approach.

Appendix 1

Joint planning options appraisal matrix

Option	Scope	Timetable	Resources	Pros	Cons	Comments
<p>1.</p> <p>Baseline: Each LPA progresses its own Local Plan and works with the other LPAs to meet Duty to Co-operate (or replacement)</p>	<p>Determined by each LPA (*).</p> <p>Could include some joint evidence on defined topics as has happened in the past (e.g. housing, gypsy and travellers. habitat mitigation, transport)</p>	<p>Determined by each LPA (*).</p>	<p>Determined by each LPA.</p> <p>No sharing of resources (although could allow for procurement of shared evidence where considered appropriate).</p>	<p>Greater political certainty than joint-working options.</p> <p>No need for joint Governance.</p> <p>LPA only needs to fund a Local Plans team.</p> <p>Timescale fully under control of the LPA and can reflect how far it has progressed to date.</p> <p>LPA only has to resource 1 Examination (Local Plan).</p> <p>Most likely the quickest route to achieving an adopted Plan for each LPA for the purpose of meeting housing needs, securing a 5 year supply of deliverable housing sites, and having up to date policies on key matters such as climate change, carbon reduction etc.</p>	<p>No opportunity to agree a positive planning framework for cross-boundary planning matters, e.g. climate change, biodiversity net gain, connectivity and (*).</p> <p>Reliant on DtC to address strategic cross boundary issues (*).</p> <p>The option least likely to attract Gov't /Homes England support for housebuilding / infrastructure delivery.</p> <p>Minimum opportunity to attract external funding for studies / evidence base required to support the Local Plan.</p> <p>Procurement of evidence by individual LPAs likely to be less efficient</p>	<p>Minimal joint working, including no joint strategic planning (although possibility to implement alongside options 3 and 4). Therefore the implications of taking a strategic boundary blind approach towards meeting housing needs would not be felt.</p> <p>Also, no opportunity to 'spread' any potential housing need asks made by neighbouring authorities (e.g. Torbay).</p>
<p>2.</p> <p>Each LPA progresses its own Local Plan and</p>	<p>Similar to option 1, but with model policies that can be adapted to suit local</p>	<p>Similar to option 1, but will require an element of common Local</p>	<p>Determined by each LPA.</p> <p>No sharing of resources</p>	<p>Opportunity to agree a positive framework for cross-boundary matters like climate change, biodiversity net gain, connectivity and transport.</p>	<p>Reliant on DtC to address strategic cross boundary issues (*).</p>	<p>No comprehensive joint strategic planning (although possibility to implement</p>

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Option	Scope	Timetable	Resources	Pros	Cons	Comments
works to meet the DtC. Local Plans include model strategic policies (*) and are informed by shared evidence where appropriate.	circumstances and limited in scope to cross-boundary matters (e.g. climate change) (*).	Plan timescales across the LPAs, with agreement on model policies to meet those timescales (*).	<p>(although could allow for procurement of shared evidence where considered appropriate).</p> <p>Model policies will require some form of joint working.</p>	<p>Could therefore satisfy many DtC requirements (*). Model wording would not be binding on any LPA.</p> <p>Greater political certainty than other joint-working options.</p> <p>No need for joint Governance.</p> <p>LPA only needs to fund a Local Plans team.</p> <p>LPA only needs to resource 1 Examination (Local Plan).</p> <p>Compared to option 1, provides greater scope for attracting external funding for studies / evidence base required to support the Local Plan.</p> <p>Potential for procuring shared evidence, which may result in efficiency savings.</p> <p>Model policies on key matters may result in less developer confusion (*).</p> <p>Model policies / S106 requirements may reduce opportunity for developers to</p>	<p>Potential for the model policies to be diluted and amended away from the common elements.</p> <p>Questionable if this will demonstrate a collective approach sufficient to attract Gov't /Homes England support for housebuilding / infrastructure delivery.</p> <p>Timescale less under the control of the LPA than option 1 and may not reflect how far it has progressed to date in its Local Plan review.</p>	<p>alongside options 3 and 4). The implications of taking a strategic boundary blind approach towards meeting housing needs would not be felt. Also, no opportunity to 'spread' any potential housing need asks made by neighbouring authorities (e.g. Torbay).</p>

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Option	Scope	Timetable	Resources	Pros	Cons	Comments
				'take advantage' of individual LPAs (*).		
3. Non-statutory Joint Infrastructure Plan (all 4 LPAs)	<p>Government-facing document aimed at securing funding to deliver infrastructure needed to support growth.</p> <p>This could just be growth identified in adopted Local Plans and/or, growth proposed in emerging plans.</p> <p>Could cover all strategic infrastructure, or just DCC infrastructure. Could be prepared by DCC, although would need a level of buy-in from the LPAs in order to secure external funding. Geographic scope</p>	<p>Could be undertaken outside of formal Local Plan timetables if only covering growth in adopted Local Plans. Could be prepared more quickly than a statutory plan.</p>	<p>Determined by each LPA, although will require some form of joint working. Would need specific DCC involvement.</p> <p>Potential to be led by DCC.</p>	<p>Fewer joint governance pressures than options 4-6.</p> <p>Provides a co-ordinated planned response to the area's infrastructure aspirations and constraints.</p> <p>Confirms common aspirations for proactive infrastructure delivery linked to development proposal without the difficulties of joint plan making.</p> <p>Could be successful in securing Gov't / Homes England funding for infrastructure (e.g. the Kent and Medway Growth and Infrastructure Framework¹).</p> <p>Opportunity for a Devon-wide Infrastructure Plan with sub-sections focussing on different areas of Devon to avoid 'watering down' the sub-regional branding.</p> <p>Budget support from LPAs would be significantly less than</p>	<p>Still reliant on DTC to address some strategic cross boundary issues (*).</p> <p>If LPAs want the joint plan to cover growth proposed in emerging plans, the timescale will rely on individual Local Plan timescales. These may vary LPAs.</p> <p>Potential difficulties of preparing a joint infrastructure plan without a cogent joint strategy to hang it on.</p> <p>An infrastructure plan that only sets out infrastructure funding requirements for 'already planned' growth may not demonstrate a collective and ambitious approach sufficient to attract Gov't /Homes England support for housebuilding / infrastructure delivery unless some form prioritisation is</p>	<p>A non-statutory document, therefore fundamentally different to GESP.</p> <p>Can work alongside options 1 or 2.</p>

¹ Latest Kent and Medway Framework can be viewed here: https://www.kent.gov.uk/_data/assets/pdf_file/0018/80145/GIF-Framework-full-document.pdf.
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Option	Scope	Timetable	Resources	Pros	Cons	Comments
	<p>would need consideration if prepared by DCC.</p> <p>May need an associated governance regime covering funding prioritisation.</p>			<p>existing GESP budget requirements.</p> <p>Although challenging, this provides an opportunity for some form of infrastructure prioritisation which improves the deliverability of key projects.</p>	<p>undertake which could be challenging.</p> <p>An Infrastructure Plan that sets out infrastructure funding requirements for planned and emerging growth will require a greater degree of joint governance.</p>	
4. Non-statutory joint strategy and infrastructure plan	<p>Place-making, aspirational non-statutory plan covering strategic growth and infrastructure.</p> <p>Used to promote the Garden Communities and sub-regional brand, in addition to identifying infrastructure requirements.</p> <p>Part Government-facing document and part strategy document.</p>	<p>Prepared alongside Local Plan preparation. The strategy elements would be likely to increase the time required to deliver the project when compared with option 3.</p>	<p>Small project team of officers from the LPAs / DCC required.</p>	<p>Allows for more effective strategic and infrastructure planning and would be more likely to attract Gov't / Homes England funding than options 2 and 3.</p> <p>Provides a co-ordinated planned response to the area's strategic growth and infrastructure aspirations and constraints (more so than 2 and 3).</p> <p>Opportunity to agree a positive framework for cross-boundary matters like climate change, biodiversity net gain, connectivity, transport and development needs. Could therefore satisfy a number of DtC requirements (more so than 2/3) (*)</p>	<p>Will require Local Plans to be adopted before aspirations in the plan can be enforced.</p> <p>Relies on decision-making across multiple Councils for key strategic matters. Therefore potentially more political risky than options 2 and 3).</p> <p>Risks diverting resources away from statutory plan preparation.</p> <p>Non-binding on each Council and at risk of not being followed.</p>	<p>A non-statutory document, therefore fundamentally different, to GESP.</p> <p>Can work alongside option options 1 and 2.</p>

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Option	Scope	Timetable	Resources	Pros	Cons	Comments
				<p>Will identify and help to prioritise common infrastructure requirements</p> <p>Budget support likely to be less than existing GESP budget support.</p> <p>Can be prepared alongside Local Plans.</p> <p>Can be used to promote the Garden Cities.</p> <p>Potential for procuring shared evidence, which would result in efficiency savings.</p> <p>DCC likely to be able to continue supporting the plan's preparation.</p>		
5. Statutory joint strategy and infrastructure plan	<p>High-level statutory plan containing strategic policies and infrastructure requirements.</p> <p>From the outset, LPAs will need to agree:</p> <ul style="list-style-type: none"> - If the plan will include strategic site 	<p>Will need to be adopted in advance of Local Plans.</p> <p>Timetable would need to be jointly agreed.</p>	<p>Will require a dedicated team of officers from the LPAs / DCC. It is likely that additional LPA resource will be needed, as set out in the GESP Options Consultation Committee paper.</p>	<p>Allows for more effective strategic and infrastructure planning and is more likely to attract Gov't / Homes England funding than options 2/3/4. Provides a co-ordinated planned response to the area's strategic growth and infrastructure aspirations and constraints (more so than 2/3/4).</p>	<p>Unlikely to be politically viable at the present stage, given EDDC's Council decision.</p> <p>This option is most inconsistent with the White Paper proposals. E.g. two-tier planning may be inconsistent with zoning proposals. It therefore presents the greatest risk of abortive work.</p>	<p>Same status as GESP. However, scope may differ due to the potential omission of site allocations.</p> <p>Opportunity to introduce district housing targets to help overcome political concerns</p>

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Option	Scope	Timetable	Resources	Pros	Cons	Comments
	<p>allocations or growth areas;</p> <ul style="list-style-type: none"> - If the housing requirement will be planned for on a boundary-blind basis; - If a joint 5YLS will operate*. <p>Matters/sites not covered in the strategic plan will be covered in Local Plans.</p>			<p>Opportunity to agree a positive framework for cross-boundary matters like climate change, biodiversity net gain, connectivity, transport and development requirements. Could therefore satisfy many DtC requirements (more so than 2/3/4) (*)</p> <p>Will identify and help to prioritise common infrastructure requirements</p> <p>Budget support likely to be equal to or less than existing GESP budget support.</p> <p>Can be used to promote the Garden Cities.</p> <p>Would require some shared evidence, which would result in efficiency savings.</p> <p>DCC likely to be able to continue supporting the plan's preparation.</p>	<p>Relies on decision-making across multiple Councils for key strategic matters across all four LPAs.</p> <p>If the plan did not allocate sites it may be of limited value as a statutory document</p> <p>Any timetable delays will potentially affect the timetables of Local Plans.</p> <p>Will require the preparation of another Regulation 18 plan, which is likely to involve at least another 6 months.</p> <p>Greater budgetary requirements for the LPAs than options 2, 3, and 4.</p>	<p>over boundary blind approach.</p>
6. Full statutory joint plan (all 4 LPAs)	A statutory plan containing strategic and local policies, infrastructure requirements and	A single timetable for a single plan. Timetable would need to	The 4 LPAs will pool their existing Local Plans teams, ideally also with resource input from DCC.	It is technically achievable – e.g. Plymouth and South West Devon Joint Local Plan and North Devon and Torridge Local Plan.	Unlikely to be politically viable at the present stage, given EDDC's Council decision.	Same statutory status as, but significantly greater scope than, GESP.

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Option	Scope	Timetable	Resources	Pros	Cons	Comments
	<p>all site allocations.</p> <p>From the outset, the LPAs will need to agree:</p> <ul style="list-style-type: none"> - If the housing requirement will be planned for on a boundary-blind basis; - If a joint SYLS will operate. 	be jointly agreed.	One plan would offer significant efficiencies in terms of evidence costs	<p>Potential for significant skills / resource sharing benefits, through the pooling of existing staff.</p> <p>Of all the options, this will provide the most co-ordinated and comprehensive planned response to the area's strategic growth and infrastructure aspirations and constraints.</p> <p>This option will demonstrate to Gov't / Homes England the greatest level of ambition and collaboration on planning matter. It's therefore most likely to attract funding and support for delivery.</p> <p>This presents the greatest opportunity to deliver a positive framework for cross-boundary matters like climate change, biodiversity net gain, connectivity, transport and development requirements. It will satisfy all DtC requirements within the sub-region (*).</p>	<p>Relies on decision-making across multiple Councils for key strategic matters across all four LPAs.</p> <p>Potential for perceived loss of individual LPA control.</p> <p>Potential for abortive work, as may find that the plan boundaries don't coincide with possible future unitary boundaries.</p>	<p>Opportunity to introduce district housing targets to help overcome political concerns over boundary blind approach.</p> <p>Potential to consider single plan without the need for district local plans, particularly if the Government reforms establish a national set of development management policies.</p>

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				<p>Will identify and help to prioritise common infrastructure requirements.</p> <p>Can be used to promote the Garden Cities.</p> <p>Requires procuring shared evidence, which would result in efficiency savings.</p> <p>Isn't contrary to Government thinking in White Paper.</p>		

APPENDIX